

# Community Involvement Plan

## Agat Bay Seafood Advisory



## Orote Point to Nimitz Beach

*Commander, U.S. Naval Forces Marianas*

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*Prepared by: Navy Environmental Health Center*

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## List of Acronyms:

ATSDR	Agency for Toxic Substances and Disease Registry
CDC	Centers for Disease Control and Prevention
CECOS	U.S. Naval School, Civil Engineer Corps Officers
COMNAVMAR	Commander, U.S. Naval Forces Marianas
CRP	Community Relations Plan
FAQs	Frequently Asked Questions
FDA	United States Food and Drug Administration
FSP	Field Sampling Plan
GEPA	Guam Environmental Protection Agency
Guam DPHSS	Guam Department of Public Health and Social Services
IR	Installation Restoration Program
NEHC	Navy Environmental Health Center
PAO	Public Affairs Officer
PCB	Polychlorinated Biphenyl
QAPP	Quality Assurance Project Plan
RC	Risk Communication
SAP	Sampling and Analysis Plan
WP	Work Plan



# Community Involvement Plan

## *Agat Bay Seafood Advisory*

### *Commander, U.S. Naval Forces Marianas*

**Scope:** This document was prepared for Commander, U.S. Naval Forces Marianas (COMNAVMAR) by the Navy Environmental Health Center (NEHC). It provides a strategic plan for providing information and encouraging ongoing community involvement in the Agat Bay Seafood Advisory project.

#### **1.0 Background**

The Navy, in conjunction with the Guam Environmental Protection Agency (GEPA) and the Guam Department of Public Health and Social Services (Guam DPHSS) issued a Seafood Advisory to the residents of Guam on September 23, 2001. The agencies warned the public that seafood harvested from Agat Bay between Orote Point and Nimitz Beach may not be safe to eat, and that residents should avoid eating any seafood harvested from these areas until further studies are complete.

The environmental studies that the Seafood Advisory is based on involved a limited number of whole fish samples. The fish sampled were Sergeant Major fish and Hexagon Grouper (Gadao) fish taken in June of 2001. The sampling plan that included these fish was originally designed for an Ecological Risk Assessment in the waters around Orote Landfill. This landfill, which is now closed, is part of the Navy's Installation Restoration, or environmental cleanup program. Fact Sheets explaining the history of this site and cleanup efforts to date are included in Appendix A.

As part of the post-remediation monitoring efforts for the Orote Landfill, the Navy has conducted sampling of the spring water flowing from below the landfill into the sea as well as the surrounding seawater (*Draft Orote Landfill Baseline Ecological Risk Assessment Work and Sampling and Analysis Plan (WP/SAP)* of March 2001 and *Draft Quality Assurance Project Plan and Field Sampling Plan (QAPP/FSP) for the Orote Landfill Baseline Ecological Risk Assessment* of June 2001). The spring water sampling results indicated that waters adjacent to the landfill are safe to humans for recreational diving or swimming. The Navy also decided to sample fish tissue as part of an Ecological Risk Assessment to ensure the area around the landfill is safe for the local marine life.

The Navy's ecological risk assessment was designed to identify the risk from the present day conditions in the near shore area adjacent to the Orote Landfill since completion of the seawall and landfill cover. It also included efforts to close previously identified data gaps. When the Navy received the preliminary results in September 2001 for the fish tissue samples taken for the Ecological Risk Assessment it was apparent that there is cause for concern for human health from consumption of seafood containing

polychlorinated biphenyls, or PCBs, and other chemicals. The levels of PCBs found in the fish tissue are not considered safe based on the United States Food and Drug Administration (FDA) guidelines for ingestion and pose an elevated risk to human health based on preliminary risk assessment calculations.

In response to the elevated PCB levels, Guam DPHSS, with cooperation from COMNAVMAR and GEPA, issued a Seafood Advisory for the area of Agat Bay from Orote Point down to Nimitz Beach. The area of this seafood advisory is larger than the original sampling area around the Orote Landfill where the contaminated fish were first discovered. The agencies all agreed on this enlarged area for the initial advisory because they feel it likely includes the majority of fish that may have been exposed to contamination around the Orote landfill and also extends into areas that likely have fish and seafood that are safe to eat. Extending the warning area ensures that a safe zone is created around the contaminated areas that is protective of human health.



On October 11, 2001 the Navy posted temporary Warning signs at various locations around Agat Bay where recreational and commercial fishermen are likely to see them. The initial locations selected included boat launching facilities, boat repair shops, dive shops, and stores where fishing and other related equipment are purchased. The signs were approved by both GEPA and Guam DPHSS.



In November 2001, the Navy initiated seafood sampling as part of Phase I of an expanded study of the Agat Bay Seafood Advisory area. The study is broken into four phases which will each have a sampling plan designed to do the following:

- Phase I** - Determine areas where it is safe to harvest seafood within the original Seafood Warning area
- Phase II** - Link seafood contamination to specific source areas
- Phase III** - Find and identify the source of the contamination
- Phase IV** - Clean up the source of the contamination if necessary.



Following completion of Phase I of the study, the Navy will be re-designing the warning signs to reflect any changes to the Seafood Advisory Area and expanding the initial list of locations to post the signs. The new Seafood Warning poster will be more eye-catching with the use of color and a map of the site. It will also include additional information explaining that the seafood may be contaminated with PCBs and telephone numbers to obtain more information from Guam DPHSS, GEPA, COMNAVMAR, or ATSDR. The expanded list of posting sites will include government buildings, convenience or "Mom and Pop" stores, church bulletin boards, and other popular bulletin boards in the area surrounding the Seafood Warning. A copy of the most current list is attached in Appendix B.

Because this is a project that focuses on protecting the health of the residents of Guam, it is imperative that the public be informed of all available information and involved in the decision making process. Public involvement should include input throughout the various stages of the project. It is especially critical in the development of any sampling plans and the development and selection of remedial action alternatives. Public input will help ensure the Navy is sampling the seafood that the local residents eat, collecting samples from areas where they typically harvest their seafood, and designing studies and projects that will address the concerns of local residents.

The remaining sections of this plan discuss previous community outreach and health education activities and the Navy's plan for future community involvement efforts. This plan provides information and recommended strategies to help the Navy achieve 3 main goals:

- Identify people in the local community who need information about the Agat Bay Seafood Advisory and follow-on project and identify communication channels appropriate for each of these groups
- Recommend specific public involvement strategies or program elements to help provide information and encourage public involvement
- Identify the roles and responsibilities within the Navy for execution of the plan.

## **2.0 Previous Community Outreach and Health Education Activities**

The Navy initiated their community outreach efforts for the Seafood Advisory with a news release on September 22, 2001. Table I below lists the Navy's efforts to make the public aware of the Advisory following this initial news release and prior to initiation of sampling under phase I of the Navy's expanded project. The efforts included cooperation with the mass media (newspapers, radio, and local television news programs), posting of signs, outreach through local community leaders, and public meetings. Appendix C contains copies of supporting documents for the actions taken in Table I below. The components of the Navy's community outreach program and the plans for future community outreach efforts are discussed under Specific Risk Communication Program Elements, Section 4, and Roles and Responsibilities, Section 5.

**TABLE I**

<b><u>Outreach Mechanism</u></b>	<b><u>Action Taken</u></b>	<b><u>Date</u></b>	<b><u>Comments</u></b>
<b><i>Mass Media</i></b>	1. Navy news release announcing Fish Advisory	9/22/01	Release #01-049
	2. Newspaper interview	9/23/01	Article in Guam Pacific Daily News
	3. Newspaper interview	9/25/01	Article in Guam Pacific Daily News
	4. Newspaper interview	10/13/01	Guam Pacific Daily News
	5. Newspaper advertisements for public meetings	10/24/01, 10/25/01, and 10/26/01	Guam Pacific Daily News
	6. Radio advertisements for public meetings	10/23/01	K-57 Radio Talk Show "Where We Live"
	7. Participation in local radio talk shows/call-in shows	10/23/01	Navy personnel called in to K-57 Radio Talk Show "Where We Live"
	8. Newspaper interview	10/25/01	Article in Pacific Daily News about the public meetings
	9. Newspaper interview	10/27/01	Article in Pacific Daily News about the public meetings
	10. Newspaper interview	10/31/01	Article in Pacific Daily News explaining the warning
	11. Press release	10/31/01	#01-055, discusses Navy request to ATSDR to come to Guam
	12. Newspaper interview	11/1/01	Article in Pacific Daily news discussing ATSDR involvement
<b><i>Warning Signs</i></b>	Temporary signs posted at 8 locations	10/11/01	Initial list of locations from Guam EPA letter of 9/28/01
<b><i>Involvement of local community leaders</i></b>	1. COMNAV MAR personnel met with local mayors and fishermen's Co-op representatives to help spread information about the Advisory.	Oct. 2001	The mayors were given Warning signs to be posted at their offices and they committed to distribute/post them at the beaches and gathering areas. They also committed to making notices in their village newsletter and the PDN village news section.
	2. Navy hosted site visit to Orote Landfill for elected officials	Nov. 2001	20-30 visitors were provided a tour of the landfill and an on-site brief with Q&A.
<b><i>Public Meetings</i></b>	1. Restoration Advisory Board Quarterly Meeting	10/26/01	Navy personnel presented information on the Seafood Warning.
	2. Public Meeting at Southern High School	10/27/01	Navy personnel presented information on the Seafood Warning and the upcoming Navy project



### **3.0 Content and Strategic Focus**

This plan provides recommended strategies and responsibilities for the Navy's role in providing information about the Seafood Advisory in Agat Bay in Guam and encouraging public involvement with the project to further investigate the extent and location of PCB contamination in seafood from this area. Communication efforts will focus on:

- Increasing public awareness of the Seafood Advisory.
- Specific actions by COMNAVMAR to collaborate with relevant agencies, regulators and community groups in the investigation of the PCB contamination.
- Ongoing environmental studies to identify the areas and types of seafood that are contaminated and find and clean up the source(s) of contamination.
- Recommended actions that may be taken by residents and COMNAVMAR personnel to reduce the potential for health-related risks from eating contaminated seafood.

Multiple communication channels must be used to ensure the appropriate information reaches the right audiences and is presented in a way that is concise, consistent, accessible, and easy to understand. The remainder of this section includes discussions on the audiences and stakeholders who may need or want information about the Seafood Advisory and environmental investigation and the communication channels that are recommended for getting information out to these people.

#### **3.1 Key Target Audiences**

The Navy's phased approach to investigating seafood contamination around the Orote Landfill is designed to first delineate areas within Agat Bay between Orote Point and Nimitz Beach that contain seafood that is safe to eat and to identify the types of seafood that are safe. Until sufficient information is gathered to accomplish this task, the Guam DPHSS is advising all of the residents of Guam, including Navy personnel and dependents, not to eat any seafood caught in the seafood advisory area.

Guam is a relatively small island on which most residents eat large amounts of fish and seafood in their diets from various sources. Because of this, focusing outreach efforts on only the villages around the Seafood Advisory area in Agat Bay would likely miss people who might occasionally catch and/or consume seafood from this area. For this reason, the primary audience for receiving information about the Seafood Advisory and any changes in the area or types of seafood covered will continue to include all residents of the island, unless evidence is uncovered that indicates this primary audience group can be reduced.

In addition to island-wide efforts to reach all residents of Guam, the Navy will also make focused efforts to reach subsets of the Guam population. These subsets are made up of



two groups of people, listed below as Primary Audiences and Influencers. The first group, Primary Audiences, includes local subsets of people that are most likely to be personally affected by the seafood warning. The second group of people that the Navy must reach and involve is the Influencers. This group includes people and organizations in Guam that play a major role in influencing public opinion and may help the Navy encourage community involvement with this project.

**Primary Audiences:**

- Residents who eat seafood caught in the Advisory Area. This is potentially any resident of Guam including Navy personnel and their families.
- Residents of Agat Bay area villages including Piti, Agat, and Santa Rita
- Commercial Fishermen
- Subsistence Fishermen
- Recreational Fishermen
- Fishermen's Coop and other seafood suppliers

**Influencers:**

- Local media sources
- National media sources
- Village Mayors
- Chamorro Elders
- Parish Councils
- Restoration Advisory Board Members
- Department of Public Health and Social Services
- Guam Environmental Protection Agency
- Department of Aquatic and Wildlife Resources
- U.S. Environmental Protection Agency
- Local business and civic groups
- Guam Senators and Congressmen including: Congressman Robert Underwood, Senator Joanne Brown, Senator Lou Leon Guerrero, Senator Mark Charfauros, Senator Angel Santos, Senator Ben Pangelinan, Senator Larry Kasperbauer, Senator Tony Unpingco, Senator Frank Aguon, and Senator Tom Ada

**3.2 Communication Channels for Each Target Audience**

A variety of communication channels and processes will be required to meet the specific needs, concerns and expectations of the target audiences. To provide information to the general public of Guam, the Navy will rely primarily on mass media including newspaper, radio, and television coverage of the issue. In addition to the mass media, the Navy will maintain an internet web page, develop and distribute fact sheets, and post warning signs to increase public awareness of this issue. The public information campaign will also have a more focused aim on the village residents and fishermen that live and work around the seafood warning area. Because Guam is a small island, many

effective methods for communication at the grassroots level, which are rare in the larger, metropolitan areas, exist on Guam. These methods will be particularly useful in the more focused efforts to reach village residents and fishermen around Agat Bay. Examples of the methods include the use of village mayors, the school system, civic and business organizations, and various special interest groups. The individual components of the COMNAVMAR Community Involvement Program that will be used to reach the people of Guam are discussed below in section 4.0.

#### **4.0 Community Involvement Program Elements**

This section outlines the multi-channel community outreach plan for the Navy's seafood investigation in Agat Bay from Orote Point to Nimitz Beach. It recommends and explains communication channels and vehicles to aid the Navy in providing health and safety risk information to various stakeholder groups in and around COMNAVMAR and to encourage their involvement in the project. Some of these communication channels and vehicles are currently in place and others are currently under development.

Many communication channels will be used throughout the entire project while others will be used at different times in the various phases of the project. Tables listing proposed outreach efforts for each phase of the project are in Appendix D. The estimated or actual completion dates are included in the tables for the current or completed phase(s) of the project. The preliminary proposal for outreach efforts for future phases will be adjusted and expanded as the Navy enters each new phase.

#### **4.1 Key Messages**

The primary purpose of this plan is to provide useful guidelines and recommended actions for the Navy to use in developing a two-way flow of information with the public about the Agat Bay Seafood Advisory and the subsequent environmental investigation. Open discussion of the issues will help encourage community involvement to better direct the investigation to address the concerns and needs of the public. But to have open discussions on the issues, both sides have to understand the information at hand. Because the information being provided to the public is highly technical and concerns sensitive issues such as human health risks, ecological risks, and economic concerns, COMNAVMAR must be cautious in the manner in which they present this information.

Many Guam residents have indicated they feel frustration with regards to the Navy's tendency to communicate about their environmental cleanup actions in terms that are too technical and filled with acronyms. Explaining highly technical and scientific information to the general public is a difficult task. There is a balance that must be achieved between giving people too much data and technical information that may overwhelm them and oversimplifying information so much that important concepts or points are left out. The first step in achieving this balance is developing key messages that are straightforward, easy to understand, and consistent.



Risk Communication literature is a good source of information on how to develop and present information that a concerned audience will accept, understand, and remember. Risk Communication, or RC as used in this plan, is an interactive exchange of information and opinions among interested parties, or stakeholders, concerning a risk, potential risk, or perceived risk to human health, safety, or the environment. The theories behind the RC process are based on years of university research of effected communities and personal experiences of communicators in the field who have attempted to explain highly technical and controversial information to a concerned public.

A recurring theme throughout RC research and literature is the need for structured, organized, and concise messages. Most risk communicators recommend limiting the primary information you provide to a concerned audience to three (or possibly four) key messages. The key messages should be relatively short and should each be backed up by 2 to 4 supporting facts. By repeating a consistent set of key messages throughout the communication process, the audience is more likely to accept, understand, and remember the information. For COMNAVMAR's Agat Bay seafood investigation, having the public understand the issues and information available will better enable all stakeholders to participate in open discussions and encourage true community involvement.

A set of preliminary key messages is attached in Appendix E. These messages will be updated throughout the Navy's project. The nature of the investigation of Agat Bay seafood and the phased approach to this project will likely lead to new information surfacing at different times during the investigation. As new, critical information becomes available, the Navy will have to reassess who might want or need the information and the best way to convey this information, i.e. revised key messages.

As stated earlier, effective key messages need to be consistent. This is not just for Navy communication efforts, but also amongst all of the agencies participating in this effort. When the public hears conflicting information from different agencies on projects such as the Agat Bay Seafood Advisory it leads to distrust and confusion. COMNAVMAR's goal in providing the Seafood Advisory and conducting the environmental investigation is not to cause unjust fear and confusion within the local community. The goal is to educate the public so that they may make their own rational, informed decisions. To meet this goal, the Navy must work closely with the GEPA, Guam DPHSS, and other agencies involved in this project to develop consistent messages on which all parties can agree and the public will hear and accept. As new information becomes available COMNAVMAR will work closely with representatives of GEPA, Guam DPHSS, and other involved agencies to develop a consistent set of messages before any information is released to the public.

## **4.2 Risk Communication Training**

Critical to the success of this plan is the requirement that Navy personnel involved with oversight and execution of the plan be adequately trained to actively incorporate the principles of RC in their day-to-day communication activities and community involvement efforts. As discussed above in section 4.1, RC is a discipline for achieving



a two-way dialogue of information and opinions with individuals or groups of people concerning a risk or perceived risk. The principles of effective RC are applied to both the content and the delivery strategy for communicating sensitive and/or technical information to affected communities, influencers and stakeholder groups. Risk Communication training provides the student with skills to use in determining what message to use when providing risk information to a concerned audience, how best to convey the message, and who would be best to deliver the information in a manner that stakeholders will understand and accept.

The Civil Engineers Corps Officers School (CECOS) provides a three-day Risk Communication Workshop that is required for all Installation Restoration (IR) Program Managers and both Public Affairs Officers and Commanding Officers of Navy facilities with active IR sites. In addition, the course is recommended for other environmental conservation or compliance personnel who interact with the public as part of their position. COMNAVMAR will ensure that Navy personnel responsible for communicating with the public about the Agat Bay Seafood Advisory and the environmental investigation have received Risk Communication Training. A two-day risk communication workshop was held for the Orote Project Team on March 1-2, 2002.

#### **4.3 Posted Warning Signs**

The Navy, in conjunction with the GEPA and the Guam DPHSS issued a seafood advisory to the residents of Guam on September 23, 2001. The agencies warned the public that seafood harvested from Agat Bay between Orote Point and Nimitz Beach may not be safe to eat, and they recommended residents avoid eating any seafood harvested from these areas until further studies are complete.

On October 11, 2001 the Navy posted temporary warning signs as per Guam EPA letter of Sept. 28, 2001. The signs included information in both the English and Chamorro languages. The initial locations selected included boat launching facilities, boat repair shops, dive shops, and stores where fishing and other related equipment are purchased. The signs were approved by both GEPA and Guam DPHSS.

Following completion of Phase I of the study, the Navy will be re-designing the warning signs to reflect any changes to the Seafood Advisory Area and expanding the initial list of locations to post the signs. The new Seafood Warning poster will be more eye-catching with the use of color and a map of the site. It will also include additional information explaining that the seafood may be contaminated with PCBs and other chemicals and providing telephone numbers to obtain more information from Guam DPHSS, GEPA, COMNAVMAR, or ATSDR. The signs will still contain information in both English and Chamorro. The expanded list of posting sites will include government buildings, convenience or "Mom and Pop" stores, church bulletin boards, and other popular bulletin boards in the area surrounding the Seafood Advisory. It will be further adjusted in the future if the Advisory Area is changed as a result of the environment investigation process. As stated previously, a copy of the most current list is attached in Appendix B.



#### 4.4 Web Site

Based on feedback from the first Seafood Advisory Public Meeting held on October 27, 2001, it is important that COMNAVMAR develop and maintain a page on their website devoted to the Seafood Advisory and environmental investigation. COMNAVMAR will maintain its current website to include information on the Seafood Advisory and the subsequent seafood sampling project. Fact sheets, Frequently Asked Questions (FAQs) and links to appropriate health and environmental agencies will be included (e.g., the Guam DPHSS, the GEPA, the CDC, and ATSDR) on the website at [www.guam.navy.mil](http://www.guam.navy.mil).

#### 4.5 Guam Media

The Navy is currently advising all of the residents of Guam, including Navy personnel and dependents, not to eat any seafood caught in the Advisory Area. Because of the relatively small size of the island and the fact that most Guamanians eat large amounts of fish and seafood in their diets from various sources, focusing outreach efforts on only the villages around the Seafood Advisory Area in Agat Bay would likely miss people who might occasionally catch and/or consume seafood from this area. For this reason, information outreach efforts must include all residents of the island. This island-wide approach is best met through the use of mass media. Residents interviewed for the COMNAVMAR CRP cited the Pacific Daily News, particularly the Monday edition's environmental section; local television news; and radio talk shows (K-57, Jon Anderson in the morning and the environmental talk show, "Where We Live" on Tuesday evenings) as their primary source of information on environmental issues. The information in this section will include a discussion of the media sources available in Guam and recommended as effective in the COMNAVMAR CRP and by GEPA (Public Information Officer, Grace Garces).

**Press Releases:** When new milestones are met in the Seafood Advisory project or when new information surfaces, COMNAVMAR will prepare a press release for distribution to the list of media sources attached in Appendix F. As stated in section 4.1, Key Messages, COMNAVMAR should develop consistent key messages with GEPA, Guam DPHSS, and other involved agencies whenever possible. The other agencies involved in the Seafood Advisory project should be allowed an opportunity to review and comment on proposed press releases unless an emergency situation exists. COMNAVMAR should also work with the other agencies to encourage them to allow the Navy to review and comment on any press releases from their agencies concerning this project.

In addition to issuing the information through the press release, COMNAVMAR will make contact with the individual media sources to encourage coverage of the information and to offer Navy input. COMNAVMAR will encourage radio stations to issue the information as a public service announcement. In addition COMNAVMAR will request participation with the media through interviews or talk show appearances.

**Paid Advertisements and Newspaper Inserts:** Issuing a press release does not guarantee that the Navy's message will be reproduced as it was written. There will be



crucial points in the communication process when the Navy needs to issue press releases and back up the important information in a paid advertisement or newspaper insert. With a paid advertisement, the Navy controls what is said and the way it is presented. Times in which an advertisement is warranted include advertisement for upcoming meetings, solicitation for public input or comments, and to provide critical information (i.e. information about changes to the Seafood Advisory).

Advertisements will read like newspaper articles with headlines to draw attention. The advertisements or articles will provide information similar to fact sheet materials, discussed below in section 4.8; however, the information will be more concise and written in a more conversational tone. For maximum effect, the advertisements should be placed in the local news section of the newspaper, which is the first five pages of the Pacific Daily News. In addition, the ad should use spot color and be large enough to draw attention. An oversized headline designed to capture the reader's attention will also encourage more people to consider the information. Advertising time should also be purchased from the popular Guam radio stations. Most radio stations will also provide information on environmental issues as public service announcements.

When the information to be provided is longer than a short article, then a newspaper insert is the recommended method. Newspaper inserts should be one page in the format of a fact sheet. The content and layout of fact sheets will be discussed under section 4.8. A newspaper insert is especially useful to provide periodic information updates or prior to a public meeting. Providing a summary of the information before a meeting allows people to develop an understanding of the issues and think about questions they may have before they attend the meeting.

**Radio and Television Talk Shows:** Interviews for COMNAVMAR's CRP revealed that many Guam community members find talk shows to be a particularly appealing format for obtaining information about environmental issues. Residents indicated that they like talk shows because they offer an opportunity for "two-way" communication about the issues. The CRP and GEPA recommend participating in talk shows to provide information and discuss important issues.

COMNAVMAR will offer to participate in talk shows at points in the investigation when it is most crucial to engage the public and receive public input. These points in the process include preparation for public meetings (both to advertise the meeting and provide key information to the public prior to the meeting to encourage informed participation), to solicit input from the public on upcoming plans or activities, and to publicize the seafood warning and provide information on changes to the initial advisory. In the event that the Navy's offer to participate in the talk shows is not accepted, then a COMNAVMAR representative will call into the shows that are open to callers and announce meeting plans or other critical information whenever possible. A list of the more popular Guam talk shows is included in Appendix F.



#### **4.6 Other Local Publications**

In addition to the large media outlets, there are several smaller publications produced by government and civic organizations, that would likely be receptive to printing information informing the public of progress on the Navy's project, encouraging community participation, and advertising public meetings. These publications may be particularly useful in providing more detailed material than the larger media sources are willing to print or cover on air. This will help residents become more informed and feel better prepared to bring up questions and comments and participate at upcoming public meetings. Appendix F contains a list of Guam newsletters and bulletins for consideration.

#### **4.7 Base Newspaper and Television Station**

COMNAVMAR publishes a newspaper, the *Pacific Navigator*, which is published weekly and distributed on Thursdays to all local Navy facilities. In addition the Navy has a local television station comprised primarily of bulletin board type announcements with a small amount of Navy news from the continental U.S. COMNAVMAR will provide information on the seafood advisory and the environmental project to Navy personnel through the newspaper and the television broadcast. The newspaper will contain articles, advertisements, and inserts similar to what is discussed in Section 4.5 under Guam media. COMNAVMAR will use the television station to post information about the seafood warning and to advertise for public meetings. Because the newspaper and television station are operated by the Navy, they are each a perfect forum for providing more detailed material to help educate the public and encourage people to talk about the issues.

#### **4.8 Fact Sheets**

Fact Sheets are a useful way to provide more detailed information to the public than is typically found in a newspaper article because they are usually up to a page in length. Although they are designed to provide more detail, to be effective they must still be concise and written in a straightforward manner that everyone can understand. Because people have varying degrees of knowledge on technical issues, it is important to keep the information in the fact sheets simple and organized around a few key messages. A common complaint among interviewees for the COMNAVMAR CRP is that the Navy tends to communicate using terms that are too technical and filled with acronyms. They also expressed a desire to see more graphics such as photographs, tables, and graphic illustrations to reinforce the key information. Fact sheets are a perfect format to incorporate these requests.

COMNAVMAR will produce fact sheets at key points during the Agat Bay seafood investigation. Fact sheets will be organized to provide a short background on what the Navy has completed with the project, an explanation of current available information or results, and a brief discussion on future plans. The fact sheets will include graphics whenever possible to reinforce the information provided. The fact sheets will also be available in Chamorro.

Fact Sheets will be prepared for distribution to the public prior to and during public meetings. By distributing the fact sheets to the public prior to the public meetings, community members have an opportunity to familiarize themselves with the issues and information before the meeting. This helps to encourage more productive dialogue with the public and bring questions and concerns to light early in the process when they are easiest to address.

#### **4.9 Public Meetings**

Based on feedback following the initial Seafood Advisory Public Meetings in October 2001, the local community of Guam appreciates the opportunity to hear about and discuss health, safety, and environmental issues in a public meeting format. There are many different formats for providing information to the public that range from written, less personal efforts such as fact sheets and press releases (discussed previously), to meetings that allow a personal exchange of information and ideas among people. Small group meetings are a highly effective means of exchanging information when an issue is isolated to a limited number of people. But when the issues or risks involve a large group of people, such as the Agat Bay Seafood Advisory, then a public meeting is typically the best format to involve the public and encourage dialogue. COMNAVMAR will hold a public meeting at milestone points in the seafood investigation project. These milestones will include the completion of each phase of the seafood investigation and if important information surfaces during a phase of the project that effects human health risks, or the type of seafood or area covered by the Seafood Advisory.

The purpose of the COMNAVMAR public meetings will be to provide information to the local community and engage them in dialogue that will help the Navy identify questions and community concerns up-front in the project, when it is easiest to address them. To be successful at this, the Navy has to do a great deal of planning. When done adequately, the planning process will ensure three things.

- 1. The meeting will be sufficiently advertised to encourage everyone in the community with questions and concerns to attend.*
- 2. The Navy will provide the information that the community wants and needs in a format that they find acceptable.*
- 3. COMNAVMAR will have sufficient personnel and resource materials available to answer questions and address concerns.*

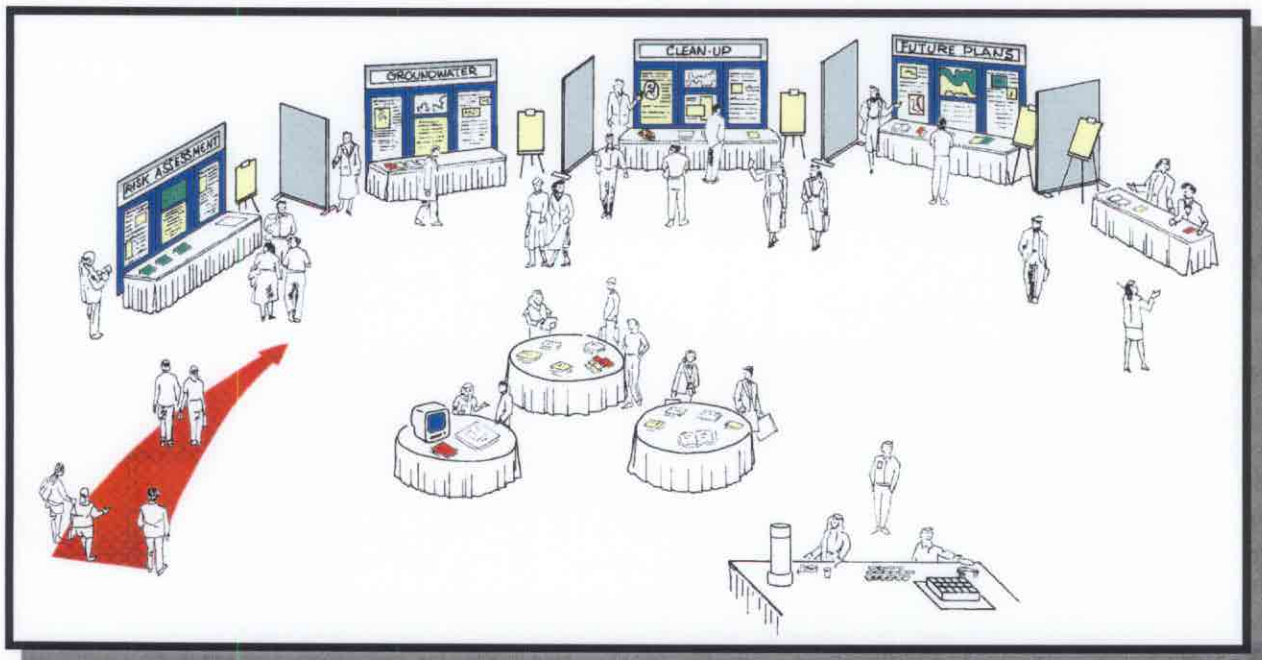
COMNAVMAR's first public meeting on the Seafood Advisory was set up in the "Open House" format with poster stations for people to review and then ask questions of the Navy representatives in a one-on-one format. At the request of several community members, the meeting quickly broke up into a "Town-Hall" style format, which allowed for a uniform presentation of material to everyone, but potentially limited questions and comments to those who were comfortable speaking in front of a group.



Future COMNAVMAR public meetings on the Seafood Advisory will use the Open House or poster station format to better meet the needs of the community. There will be three to five poster stations at each future meeting to address key issues or information needs. COMNAVMAR will ensure that the following people are present to assist at future Seafood Advisory Open House meetings:

- Subject matter experts, preferably local Navy personnel or local GEPA or Guam DPHSS representatives will man each station.
- A request will be made for a representative from Guam DPHSS be to present at all future RAB and public meetings pertaining to the Seafood Advisory.
- A Chamorro translator will be present.
- An adequate number of greeters will be present to ensure that people visiting the meeting understand the format and know what type of information is available at each poster station.

COMNAVMAR will provide additional take home copies of the poster materials as well as supporting fact sheets (where applicable) at each poster station. In addition, there will be one copy for on-site review of any supporting documentation (i.e. plans or project reports) for each poster station. There will also be a means for the public to submit written comments or questions and survey forms available for people to provide feedback on the Navy's public outreach and education efforts. The diagram below shows a typical Poster Session or Open House Meeting.



In the event that a combination Town Hall style public meeting and Open House is planned, the same format and personnel requirements detailed above for the Open House will be followed along with the following additional requirements:

- The meeting will start with a brief up-front presentation and an explanation of the poster stations available.
- COMNAVMAR will allow a short amount of time for questions and answers as a group, but encourage the majority of the questions to be addressed one-on-one at the individual poster stations.
- There will be microphones available in the center of the room for members of the audience to ask questions during the formal question and answer session. Members of the audience will not be allowed to ask questions from their seats.
- There will be a neutral facilitator, preferably the mayor for the local village in which the meeting is being held. The facilitator will explain the meeting ground rules up-front including how long the meeting will be open to questions and discussion before breaking out into the poster session.
- Only the facilitator will be stationed at the front of the room. All Navy personnel and other stakeholders will sit with the audience in the general seating area until they are needed to address the audience.
- COMNAVMAR will have someone present to record the proceedings of any formal presentations and question and answer sessions at each meeting.

To help encourage public attendance at future meetings, COMNAVMAR will initiate a comprehensive advertising campaign at least one week prior to each scheduled meeting. The heart of the campaign will rely on the community outreach mechanisms explained in sections 4.4 through 4.8 as well as the assistance of local influential people or groups, discussed below in section 4.10. To avoid confusion in the future, all advertisements for public meetings will explain the planned format of the meeting in addition to the typical information about date, time, location, and purpose of the meeting.

#### **4.10 Local Influential People and Groups**

The mayors' offices in Guam are key to reaching the local village communities around Agat Bay. Because the people living and working in these villages are the most likely to be impacted by the Seafood Advisory, the Navy is making a special effort beyond the public media campaign to ensure they receive information personally. The mayors in the local villages of Piti, Agat, and Santa Rita have agreed to assist the Navy in distributing meeting announcements and educational materials within their villages. Mayors are typically the first point of contact for their respective communities and are very effective in generating community interest.



In addition to the mayors' offices, COMNAVMAR will ensure influential people and groups such as the Restoration Advisory Board, the Fishermen's Coop, and other local Guam elected officials are kept informed of the progress on the project and encouraged to attend all public meetings. The Navy will also seek assistance from the local mayors in involving the elder Chamorros in the project and encouraging them to attend public meetings. As respected elders in the community they may assist the mayor in facilitating the meetings in an unofficial capacity and are also a good source of information on community concerns and questions.

#### **4.11 Frequently Asked Questions**

COMNAVMAR will generate and maintain a list of frequently asked questions. The Navy will coordinate the responses to these questions with the other agencies involved in the seafood investigation to ensure that everyone is providing consistent information to the public. The most current list of questions and their answers are in Appendix H. These questions and answers will be posted on the COMNAVMAR website, used by the PAO to respond to questions from the media and the public, used to develop fact sheets, and provided as handouts at public meetings.

### **5.0 Roles and Responsibilities**

COMNAVMAR will designate a Community Involvement Team to execute the responsibilities within this plan. In addition to the Community Involvement team, NEHC will assist COMNAVMAR upon request in the execution and maintenance of this plan. Assistance may include:

- Preparing and/or revising key messages
- Developing or reviewing written materials such as advertisements, fact sheets, warning signs, and press releases
- Coordinating and organizing future public meetings including poster station development and assisting speakers and Navy representatives in their preparations to present information and respond to difficult questions
- Updating this plan.